AMENDED IN ASSEMBLY APRIL 13, 2000 AMENDED IN ASSEMBLY MARCH 30, 2000

CALIFORNIA LEGISLATURE—1999-2000 REGULAR SESSION

ASSEMBLY BILL

No. 2581

Introduced by Assembly Member Maldonado

February 25, 2000

An act to amend Sections 3203, 3205.2, 3205.5, 3206, 3208.1, 3226, 3236.5, 3237, 3352, and 3744 of, and to add Section 3219.5 to, the Public Resources Code, relating to oil and gas conservation, and making an appropriation therefor.

LEGISLATIVE COUNSEL'S DIGEST

- AB 2581, as amended, Maldonado. Oil and gas conservation.
- (1) Existing law generally regulates the drilling and operation of wells. Existing law requires the owner or operator of any well, before commencing the work of drilling the well, to file with the State Oil and Gas Supervisor or the district deputy a written notice of intention to commence drilling, and prohibits the commencement of drilling until approval is given by the supervisor or the district deputy.

This bill would apply that provision solely to the operator of the well. This bill would also permit the supervisor to deny approval if an operator has failed to pay a civil penalty or remedy a violation it is required to remedy. This bill would additionally require any person engaged in drilling or redrilling an exploratory oil or gas well where high subsurface

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pressures are known to exist or where they are unknown to provide the supervisor with proof of a blowout insurance policy, or to provide the supervisor with proof of ability to respond in damages in a minimum amount to indemnify against personal injury and property damage, as specified.

(2) Existing law requires any operator of an oil or gas well, or a class II commercial waste water disposal well, who engages in the drilling, redrilling, deepening, or in any operation permanently altering the casing, of any well, to file with the State Oil and Gas Supervisor an indemnity bond, but permits the operator, with the approval of the supervisor, to make certain deposits in lieu of the bond.

This bill would delete the authorization to make certain deposits in lieu of the bond, and would instead permit the operator to make a deposit of cash or certificate of deposit, with the supervisor as beneficiary. This bill would also require as one of several alternatives that the operator of a class II commercial wastewater disposal well not covered by an indemnity bond pay the supervisor a fee. Under existing law, all fees received by the supervisor under these provisions are in the Hazardous and Idle-Deserted deposited Abatement Fund, a continuously appropriated fund. providing for an increase in the fees in a continuously appropriated fund, the bill would make an appropriation.

(3) Existing law permits the supervisor or district deputy to order the reabandonment of any previously abandoned well if the supervisor or the district deputy has reason to question the integrity of the previous abandonment.

This bill would prescribe the circumstances in which the operator responsible for plugging and abandoning a deserted well is not responsible for the reabandonment of the well.

(4) Existing law makes any person who violates the provisions governing the drilling and operation of wells subject to a civil penalty.

This bill would make that person also subject to a requirement to discontinue production permit the supervisor to seek a court order directing that production from the well operations be discontinued until the violation is remedied and the civil penalty has been paid. This bill would also require the supervisor to consider, among other things, when

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determining the amount of the civil penalty and the extent of the requirement to discontinue production, the pervasiveness of the violation throughout the violator's oil production operations.

(5) Existing law permits the supervisor or district deputy to order the plugging and abandonment of any deserted well, and specifies the circumstances in which a rebuttable presumption of desertion arises.

This bill would additionally provide that the rebuttable presumption of desertion arises if an operator has failed to maintain the access road to a well site passable to oilfield and emergency vehicles.

(6) Existing law permits the supervisor to postpone for a period not to exceed 10 days a hearing on an appeal from an order directing that an unreasonable waste of gas be discontinued or refrained from to the extent stated in the order.

This bill would permit the supervisor to postpone that hearing for a period not to exceed 30 days.

Vote: majority. Appropriation: yes. Fiscal committee: yes. State-mandated local program: no.

The people of the State of California do enact as follows:

- 1 SECTION 1. Section 3203 of the Public Resources 2 Code is amended to read:
- 3 3203. (a) The operator of any well, before
- 4 commencing the work of drilling the well, shall file with
- 5 the supervisor or the district deputy a written notice of 6 intention to commence drilling. Drilling shall not
- 7 commence until approval is given by the supervisor or
- 8 the district deputy. If the supervisor or the district deputy
- 9 fails to give the operator written response to the notice
- 10 within 10 working days from the date of receipt, that
- 11 failure shall be considered as an approval of the notice
- 12 and the notice, for the purposes and intents of this
- 13 chapter, shall be deemed a written report of the
- 14 supervisor. If operations have not commenced within one
- 15 year of receipt of the notice, the notice shall be deemed
- 16 canceled. The notice shall contain the pertinent data the

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supervisor requires on printed forms supplied by the division or on other forms acceptable to the supervisor. The supervisor may require other pertinent information to supplement the notice.

- (b) After the completion of any well, this section also 6 applies as far as may be, to the deepening or redrilling of the well, any operation involving the plugging of the well, or any operations permanently altering in any manner the casing of the well. The number or designation of any 10 well, and the number or designation specified for any well in a notice filed as required by this section, shall not be changed without first obtaining a written consent of the supervisor.
- 14 (c) If an operator has failed to comply with an order 15 of the supervisor, the supervisor may deny approval of 16 proposed well operations until the operator brings its 17 existing well operations into compliance with the order. 18 If an operator has failed to pay a civil penalty, remedy a 19 violation that it is required to remedy to the satisfaction 20 of the supervisor pursuant to an order issued under 21 Section 3236.5, or to pay any charges assessed under 22 Article 7 (commencing with Section 3400), the supervisor 23 may deny approval to the operator's proposed well operations until the operator pays the civil penalty, of violation to the satisfaction 25 remedies the supervisor, or pays the charges assessed under Article 7 (commencing with Section 3400).
- 28 SEC. 2. Section 3205.2 of the Public Resources Code 29 is amended to read:
- 30 3205.2. (a) Notwithstanding Section 3204, any person 31 who engages in the operation of a class II commercial wastewater disposal well, as defined in subdivision (d), shall file an indemnity bond with the supervisor for fifty thousand dollars (\$50,000) for each well so used. The bond 34 drilling, 35 shall cover all operations of redrilling. 36 deepening, altering casing, maintaining, or abandoning the well and attendant facilities. The bond shall be executed by the person as the principal, and by an authorized surety company as the surety, and, except for differences in the amount, shall be in substantially the

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same language and upon the same conditions as provided in Section 3204.

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- (b) A blanket bond submitted under subdivision (a) or (c) of Section 3205 may be used in lieu of the bond required in subdivision (a), except that the termination and cancellation shall be in accordance with subdivision (c) of this section.
- (c) Notwithstanding Section 3207, any bond issued in compliance with this section may be terminated and 10 canceled and the surety relieved of all obligations thereunder when the well is properly abandoned or another valid bond has been substituted therefor.
- (d) A class II commercial wastewater disposal well is 14 a that which is used to dispose of oilfield wastewater for a fee and that is regulated by the division pursuant to this and Subpart F (commencing with 147.250) of Part 147 of Title 40 of the Code of Federal Regulations.
- SEC. 3. Section 3205.5 of the Public Resources Code 19 20 is amended to read:
 - 3205.5. In lieu of the indemnity bond required by Sections 3204, 3205, 3205.1, 3205.2, and 3206, an operator may make a deposit of cash or certificate of deposit, to which the supervisor has exclusive access and of which the supervisor is the sole beneficiary.
- SEC. 4. Section 3206 of the Public Resources Code is 26 27 amended to read:
 - 3206. (a) The operator of any idle well not covered by an indemnity bond provided under Section 3204 subdivision (c) of Section 3205, or subdivision (a) of Section 3205.2 shall do one of the following:
 - (1) File with the supervisor an annual fee for each idle well equal to the sum of the following amounts:
 - (A) One hundred dollars (\$100) for each idle well that has been idle for less than 10 years.
- (B) Two hundred fifty dollars (\$250) for each idle well 36 that has been idle for 10 years or longer, but less than 15 37 38 years.
- 39 (C) Five hundred dollars (\$500) for each idle well that has been idle for 15 years or longer.

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(2) Provide an escrow account in a federally insured bank that does business in, and has an office in, the State of California, by depositing the amount of five thousand dollars (\$5,000) for each idle well, in the following manner:

- (A) The escrow account shall be accessible only by the supervisor and the money shall be retained in the escrow account exclusively for use by the supervisor for plugging and abandoning the operator's idle wells that become deserted pursuant to Section 3237.
- (B) The money in the escrow account may be released 12 only by the supervisor and only in amounts covering any idle well that has properly been plugged and abandoned, 14 returned to production or injection or converted to an active observation well, if that money remaining in the 16 escrow account is sufficient to fully fund the required deposits for all of the operator's remaining idle wells.
- (C) The required deposit for each idle well shall be 19 funded completely within 10 years of the date the well 20 becomes idle, or 10 years from January 1, 1999, for any well that is idle as of January 1, 1999.
- (D) The operator shall fund the escrow account at the 23 rate of at least five hundred dollars (\$500) per well per vear.
- (E) Failure of an operator in any year to provide the 26 minimum funding for any idle well shall result in the institution of the annual fees required by paragraph (1) 28 for that idle well, and all money already on deposit for that idle well shall be treated as previously paid annual 30 fees and shall be deposited into the Hazardous Idle-Deserted Well Abatement Fund specified in subdivision (b) for expenditure pursuant that subdivision.
- 34 (3) File with the supervisor an indemnity bond that 35 provides the sum of five thousand dollars (\$5,000) for each idle well. The bond shall be subject to the conditions provided in Section 3204. 37
- (4) On or before July 1, 1999, file a plan with the 38 supervisor to provide for the management

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elimination of all long-term idle wells not covered under paragraph (1), (2), or (3).

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- (A) For the purposes of the plan required by this paragraph, elimination of an idle well shall accomplished when the well meets the requirements of Section 3208.
- (B) A plan filed pursuant to this paragraph shall meet all of the following requirements and conditions:
- (i) The plan shall cover a time period of no more than 10 years and may be renewed annually thereafter, subject to approval by the supervisor.
- (ii) The plan shall be reviewed for performance annually by the supervisor, and be subject to amendment with the approval of the supervisor.
- long-term (iii) The required rate of idle 16 elimination shall be based upon the number of idle wells under the control of an operator on January 1 of each year, as specified in clause IV. The supervisor may require additional well testing requirements as part of the plan.
- (iv) The plan shall require that operators with 10 or 21 fewer idle wells eliminate at least one long-term idle well every two years; operators with 11 to 20, inclusive, idle 23 wells eliminate at least one long-term idle well each year; 24 operators with 21 to 50, inclusive, idle wells eliminate at 25 least two long-term idle wells each year; operators with 26 51 to 100, inclusive, idle wells eliminate at least five 27 long-term idle wells each year; operators with 101 to 250, 28 inclusive, idle wells eliminate at least 10 long-term wells each year; and operators with more than 250 idle wells eliminate at least 4 percent of their long-term idle wells each year.
 - (v) An operator who complies with the plan is exempt from any increased idle well bond or fee requirements.
 - (vi) An operator who fails to comply with the plan, as determined by the supervisor after the annual performance review, is not eligible to use the requirements of this paragraph, for purposes of compliance with this section, for any of its idle wells. That shall immediately provide one alternatives in paragraph (1), (2), or (3) for its idle wells

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and may not propose a new idle well plan for the next five years. An operator may appeal to the director pursuant 3 to Article 6 (commencing with Section 3350) regarding 4 the supervisor's rejection of a plan and plan amendments and the supervisor's determinations of the operator's failure to comply with a plan.

- (b) All fees received under this section shall be 8 deposited in the Hazardous and Idle-Deserted 9 Abatement Fund, which is hereby created in the State Notwithstanding 10 Treasury. Section 13340 the 11 Government Code, the moneys in the Hazardous and 12 Idle-Deserted Well Abatement Fund are hereby 13 continuously appropriated to the department 14 expenditure without regard to fiscal year, to mitigate a 15 hazardous or potentially hazardous condition by well 16 plugging and abandonment.
- (c) Failure to file, for any well, the bond or fee 18 required under this section shall be conclusive evidence 19 of desertion of the well, permitting the supervisor to 20 order the well abandoned.
 - (d) Nothing in this section prohibits a local agency from collecting a fee for regulation of wells.
- SEC. 5. Section 3208.1 of the Public Resources Code 24 is amended to read:
- 3208.1. (a) To prevent, as far as possible, damage to 26 life, health, and property, the supervisor or district deputy may order the reabandonment of any previously abandoned well if the supervisor or the district deputy has reason to question the integrity of the previous abandonment.

The operator responsible for plugging and abandoning 32 deserted wells under Section 3237 shall be responsible for the reabandonment except in the following situations:

(1) The supervisor finds that the operator plugged and abandoned the well in conformity with the requirements 36 of this division in effect at the time of the plugging and abandonment and that the well in its current condition immediate danger to life, health, 38 presents no property but requires additional work solely because the 40 owner of the property on which the well is located **—9—** AB 2581

construction on the property that would proposes prevent or impede access to the well for purposes of 3 remedying a currently perceived future problem. In this 4 situation, the owner of the property on which the well is 5 located shall be responsible for the reabandonment.

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- (2) The supervisor finds that the operator plugged and abandoned the well in conformity with the requirements of this division in effect at the time of the plugging and abandonment and that construction over or near the well 10 preventing or impeding access to it was begun on or after 11 January 1, 1988, and the property owner, developer, or 12 local agency permitting the construction failed either to 13 obtain an opinion from the supervisor or district deputy 14 as to whether the previously abandoned well is required to be reabandoned or to follow the advice of the 15 16 supervisor or district deputy not to undertake construction. In this situation, the owner of the property on which the well is located shall be responsible for the reabandonment.
- (3) The supervisor finds that the operator plugged and 21 abandoned the well in conformity with the requirements of this division in effect at the time of the plugging and abandonment and after that time someone other than the 24 operator or an affiliate of the operator disturbed the 25 integrity of the abandonment in the course of developing 26 the property, and the supervisor is able to determine 27 based on credible evidence, including circumstantial evidence, the party or parties responsible for disturbing the integrity of the abandonment. In this situation, the 30 party or parties responsible for disturbing the integrity of abandonment shall be responsible reabandonment.
- (b) Except for the situations listed in paragraphs (1), 34 (2), and (3) of subdivision (a), nothing in this section precludes the application of Article 4.2 (commencing 36 with Section 3250) when its application would appropriate.
- SEC. 6. Section 3219.5 is added to the Public 38 39 Resources Code, to read:

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3219.5. (a) Notwithstanding Sections 3204, 3205, and 3205.5, any person engaged in drilling or redrilling an exploratory oil or gas well in an area where high subsurface pressures are known to exist or in any area where the subsurface pressures are unknown, shall provide to the supervisor proof of a blowout insurance policy to cover personal injury and property damage in the event of catastrophic occurrence. The amount of the blowout insurance policy shall be a minimum of thirty 10 million dollars (\$30,000,000) and shall remain in full force and effect until the well covered by the insurance policy has been completed or abandoned properly. The policy, 12 13 including the insurance carrier, shall be subject to 14 approval by the supervisor.

(b) In lieu of securing the minimum amount of 16 blowout insurance, any operator subject to this section may provide the supervisor with proof of his or her ability 18 to respond in damages for deductibles or retentions, or 19 both, in an amount that meets or exceeds the minimum 20 amount required under subdivision (a). Evidence of 21 self-insurance capability may also be satisfied if the total 22 assets of the person engaged in the drilling or redrilling 23 operations, as reported in the most recent annual 24 financial statement, equal or exceed a reasonable amount 25 to be determined by the supervisor.

SEC. 7. Section 3226 of the Public Resources Code is amended to read:

3226. Within 30 days after service of an order pursuant 29 to Sections 3224 and 3225, or Section 3237, or if there has 30 been an appeal from the order to the director, within 30 days after service of the decision of the director, or if a 32 review has been taken of the order of the director, within 10 days after affirmance of the order, the owner or 34 operator shall commence in good faith the work ordered and continue it until completion. If the work has not been 36 commenced and continued to completion, the supervisor may appoint necessary agents to enter the premises and perform the work. An accurate of account expenditures shall be kept. Any amount so expended shall **— 11 —** AB 2581

constitute a lien against real or personal property of the operator pursuant to the provisions of Section 3423.

Notwithstanding any other provisions of Section 3224, 3225, or 3237, if the supervisor determines that an emergency exists, the supervisor may order or undertake the actions he or she deems necessary to protect life, health, property, or natural resources.

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SEC. 8. Section 3236.5 of the Public Resources Code is amended to read:

3236.5. (a) Any person who violates this chapter or any regulation implementing this chapter is subject to a civil penalty not to exceed five thousand dollars (\$5,000) 12 for each violation, a requirement to discontinue production from all or any of its wells or leases until the 15 violation is remedied to the satisfaction of the supervisor, 16 or both for each violation. Acts of God, and acts of vandalism beyond the reasonable control of the operator, 17 18 shall not be considered a violation. The civil penalty or the requirement to discontinue production shall be imposed by an order of the supervisor upon a determination that a violation has been committed by the 21 person charged, following notice to the person and an 23 opportunity to be heard. The notice shall be served by 24 personal service or certified mail, and shall inform the 25 alleged violator of the date, time, and place of the 26 hearing, the activity that is alleged to be a violation, the statute or regulation violated, and the hearing and 28 judicial review procedures. The notice shall be provided 29 at least 30 days before the hearing. The hearing shall be 30 held before the supervisor or the supervisor's designee in 31 Sacramento or in the district in which the violation 32 occurred. The hearing need not be conducted pursuant to Chapter 5 (commencing with Section 11500) of Part 1 34 of Division 3 of Title 2 of the Government Code. The 35 imposition of a civil penalty and a requirement to 36 discontinue production under this section shall be in addition to any other penalty provided by law for the 37 38 violation. When establishing the amount of the civil penalty and the extent of the application of the requirement to discontinue production pursuant to this

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section, the supervisor shall consider, in addition to other relevant circumstances, (1) the extent of harm caused by the violation, (2) the persistence of the violation, (3) the pervasiveness of the violation throughout the violator's oil 5 production operations, and (4) the number of prior violations by the same violator.

- (b) Notwithstanding provision any other chapter, an order of the supervisor imposing a civil penalty or requiring the discontinuance of production 10 penalty shall not be reviewable pursuant to Article 6 (commencing with Section 3350). A person upon whom a civil penalty or requirement to discontinue production a civil penalty is imposed by a final order of the supervisor 14 may obtain judicial review of that final order by seeking a writ of mandate pursuant to Section 1094.5 of the Code 16 of Civil Procedure within 30 days of the date of that final order. When the order of the supervisor has become final, 18 and the penalty has not been paid or production has not 19 been discontinued by the violator, the supervisor may 20 apply to the appropriate superior court for an order 21 directing payment of the civil penalty or directing 22 discontinuance of production until the violation is remedied to the supervisor's satisfaction. payment of the civil penalty. The supervisor may also seek from the court an order directing that production from the 25 operations that are the subject of the civil penalty order is discontinued until the violation has been remedied to the satisfaction of the supervisor, and the civil penalty has been paid.
- 30 (c) Any amount collected under this section shall be 31 deposited in the General Fund.
- 32 SEC. 9. Section 3237 of the Public Resources Code is 33 amended to read:
- 34 3237. (a) (1) The supervisor or district deputy may 35 order the plugging and abandonment of any well that has 36 been deserted whether or not any damage is occurring or that deserted 37 threatened by reason of well. The
- 38 supervisor district deputy shall determine or from
- credible evidence whether a well is deserted.

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of paragraph "credible (2) For (1),purposes 2 evidence" includes, but is not limited to, the operational history of the well, the response or lack of response of the operator to inquiries and requests from the supervisor or district deputy, the extent of compliance by the operator with the requirements of this chapter, and other actions of the operator with regard to the well.

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- (3) A rebuttable presumption of desertion arises in any of the following situations:
- (A) If a well has not been completed to production or injection and drilling machinery have been removed from the well site for at least six months.
- (B) If a well's production or injection equipment has 14 been removed from the well site for at least two years.
- (C) If an operator has failed to comply with an order 16 of the supervisor within the time provided by the order or has failed to challenge the order on a timely basis.
- (D) If an operator fails to designate an agent as 19 required by Section 3200.
- (E) If a person who is to acquire a well that is subject 21 to transfer, assignment, purchase. exchange, or other disposition fails to comply with Section 3202.
- (F) If an operator has failed to maintain the access 25 road to a well site passable to oilfield and emergency vehicles.
- (4) The operator may rebut the presumptions of 28 desertion set forth in paragraph (3) by demonstrating with credible evidence, compliance with the division and 30 that the well has the potential for commercial production, specific and detailed plans operations, and by providing a reasonable timetable for putting those plans into effect. The operator may rebut 34 the presumption set forth in subparagraph (F) of paragraph (3) by repairing the access road.
- (b) An order to plug and abandon a deserted well may be appealed to the director pursuant to the procedures 37 specified in Article 6 (commencing with Section 3350).
- 39 (c) (1) The current operator, as determined by the records of the supervisor, of a deserted well

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produced oil, gas, or other hydrocarbons or was used for injection is responsible for the proper plugging and abandonment of the well. If the supervisor determines 4 that the current operator does not have the financial resources to fully cover the cost of plugging and abandoning the well, the immediately 6 preceding operator shall be responsible for the cost of plugging and abandoning the well.

- (2) The supervisor may continue to look seriatim to 10 previous operators until an operator is found that the supervisor determines has the financial resources to 12 cover the cost of plugging and abandoning the well. 13 However, the supervisor may not hold an operator 14 responsible that made a valid transfer of ownership of the 15 well prior to January 1, 1996.
- (3) For purposes of this subdivision, 17 includes a mineral interest owner who shall be held 18 jointly liable for the well if the mineral interest owner has 19 or had leased or otherwise conveyed the working interest 20 in the well to another person, if in the lease or other 21 conveyance, the mineral interest owner retained a right 22 to control the well operations that exceeds the scope of an 23 interest customarily reserved in a lease or other conveyance in the event of a default.
 - (4) No prior operator shall be liable for any of the costs of plugging and abandoning a well by a subsequent operator if those costs are necessitated by the subsequent operator's illegal operation of a well.
- (5) If the supervisor is unable to determine that an 30 operator that acquired ownership of a well after January 1, 1996, has the financial resources to fully cover the costs 32 of plugging and abandonment, the supervisor undertake plugging and abandonment pursuant Article 4.2 (commencing with Section 3250).
- SEC. 10. Section 3352 of the Public Resources Code is 36 amended to read:
- 3352. Within 10 days from the date of the taking of the 37 38 appeal, a minimum 20 days notice in writing shall be given to the appellant of the time and place of the 40 hearing. If the director determines that there is

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immediate threat to human health and safety or to the environment, the director may shorten the notice period to 10 days. For good cause, and if the director determines that there is not an immediate threat, the director may postpone the hearing, on the application of the appellant, the supervisor, or the district deputy, for a period not to exceed 30 days.

SEC. 11. Section 3744 of the Public Resources Code is amended to read:

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3744. (a) Within 30 days from the date of service of an order made pursuant to Section 3743, the operator shall commence in good faith the work ordered and continue it until completion. If the work has not been 14 commenced and continued to completion, the supervisor may appoint necessary agents to enter the premises and the work. An accurate account expenditures shall be kept. Any amount so expended 18 constitutes a lien against the real or personal property of 19 the operator upon which the work is done and the lien has the force, effect, and priority of a judgment lien pursuant to Section 3772.

(b) Notwithstanding Sections 3741, 3743, or 3755, if the 23 supervisor determines that an emergency exists, the supervisor may make formal or emergency orders or 25 undertake any other action that the supervisor 26 determines to be necessary for the protection of life. health, property, or natural resources.